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ABSTRACT

The course is for independent study by jail officers who must learn that, in addition to their routine tasks, they must be prepared to be well-trained, responsible professionals, making important decisions and avoiding the mistakes and disproven beliefs of the past. The jail administrator must continually wrestle with the problems of conflicting priorities, limited funds, deficient facilities, and a limited, often ill-trained jail staff; he must find ways to develop his jail as a progressive institution sensitive to the community's needs. Book 3 deals with planning, implementing, and evaluating correctional programs. The process explained in some detail includes these steps: (1) analyzing the needs of the population, involving studying general and specific population data; (2) defining objectives, involving deciding what behavior is to be brought about or changed in the prisoner participants; (3) selecting a program, involving designing a new program or adapting one from a model to fit needs of a particular jail; (4) implementing the program, involving using existing community resources and professional or nonprofessional volunteers and specialists; and (5) evaluating the results, involving deciding what is working, what is not working, and deciding how the program can be improved. (SC)

ail Management

Independent Study:

Book 3:

A Course For Jail Administrators

Jail And Community Corrections Programs

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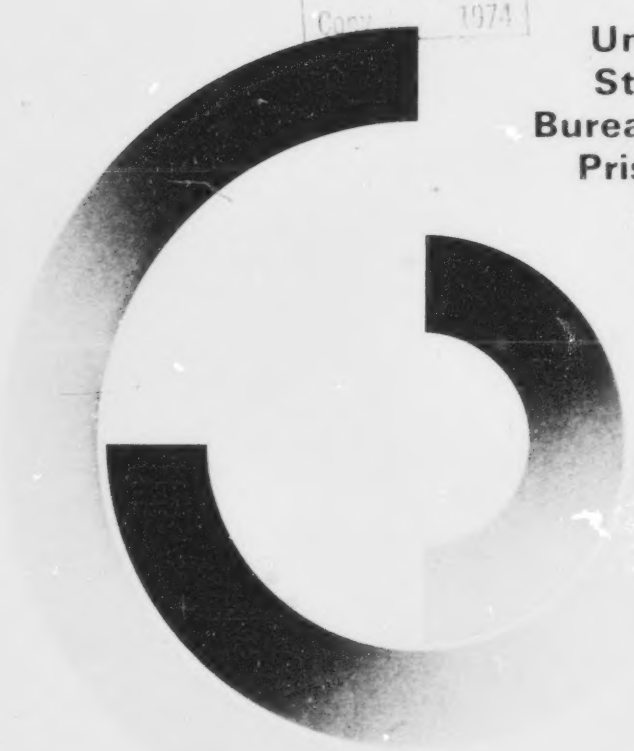
United States Bureau of Prisons



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Jail Management

A Programmed
Instruction
Course
based on the text,
The Jail:
Its Operation
and Management

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CONTENTS

Preface v.
Acknowledgement vi.
Note to the Reader vii.

Book One: MANAGEMENT OF JAIL OPERATIONS
Book Two: PERSONNEL AND FISCAL MANAGEMENT
Book Three: JAIL AND COMMUNITY CORRECTIONS PROGRAMS
Book Four: COMMUNITY RELATIONS
Book Five: LEGAL PROBLEMS
Book Six: JAIL PLANNING

Preface

This course is for jail officers. It was written to help them assume the difficult and challenging demands of jail work. The course emphasizes that, in addition to the routine tasks which officers must learn to perform in the jail, they must also be fully prepared to serve an important function for society as well-trained, responsible professionals. Much of the jail officer's job will depend on his ability to make important decisions and to avoid the mistakes and disproven beliefs of the past. The course material includes discussions of mistakes which other men and women have made on the job. It is hoped that jail officers can learn from these things and avoid making the same errors. Naturally, there can be no substitute for actual on-the-job experience. But it is hoped that by participating in this course, jail officers will be better prepared to perform in a professional, competent manner on the job than if they were required to learn only "by doing".

Alice H. Blumer
Madison, Wisconsin

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During the evaluation period, the following people devoted their time and effort to reading and responding to the material:

Mr. A. M. Barbour, Chief Jailer
Chesapeake City Jail
Chesapeake, Virginia

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Worchester County Jail
Worchester, Massachusetts

Mr. Jesse Dobbs
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Ithaca, Michigan

Mr. John A. Shallcross, Warden
Prince Georges County Jail
Upper Marlboro, Maryland

Note to the Reader

This course has been developed to permit you to participate in decision-making and problem solving while you proceed through the material. To participate in this type of course, all you have to do is read carefully, follow instructions and complete each section. You cannot use this course like a magazine, that is, opening at the middle and flipping through the pages. It is very important that you *begin at the beginning* and read all the material. You will see that, throughout the course, when you read some material, you will be asked to respond to written questions and then check your answer by comparing it to the printed answer appearing on the following page. In some sections, you will be asked to read a case study and then formulate solutions to problems presented in the study. Do not hesitate to write in the book whenever you are asked to, and, if you are having any difficulty, simply re-read the pertinent material. It is strongly recommended that, whenever possible, you talk to at least one other person about the material in the case studies as they relate to local conditions and problems. (Naturally, a classroom discussion with other jail administrators would be ideal.) If you do this, it is inevitable that the material will become more relevant to both of you and will be more useful to you in your work. We think you will enjoy learning in this manner, and hope that you will finish the course with a feeling of pride in your profession and confidence in your ability to function as a competent jail administrator.

BOOK THREE:
JAIL AND COMMUNITY CORRECTIONS PROGRAMS

INTRODUCTION

Increasingly, jails are being called upon to provide correctional programs as a method of interrupting criminal behavior in offenders and replacing it with behavior that is acceptable to the community at large. These programs can be designed for such purposes as:

- Developing job skills in the unskilled
- Improving educational achievement in the undereducated
- Treating personal problems such as alcoholism, personality deficiencies, marital and financial difficulties, etc.

As a jail administrator, *you* bear the primary responsibility for creating change and improvement in your jail. In recent years, special interest groups in a growing number of communities have begun to expect more of their jail administrators. No longer are they content with an administrator who manages to keep the jail "out of sight — out of mind." They are beginning to ask searching questions about the jail's ability to provide, through its programs, meaningful alternatives to crime. Although many administrators will argue that it is impossible to successfully implement programs in the jail, there are a number of jails which are actually proving that the *contrary* is true. There is no longer an easy excuse for avoiding development of correctional programs in your jail; each jail administrator has a responsibility to consider what he can do in this area. This chapter is designed as a guideline for jail administrators who recognize their responsibility to introduce needed programs in their jails or to expand already existing programs. The following important considerations will be discussed:

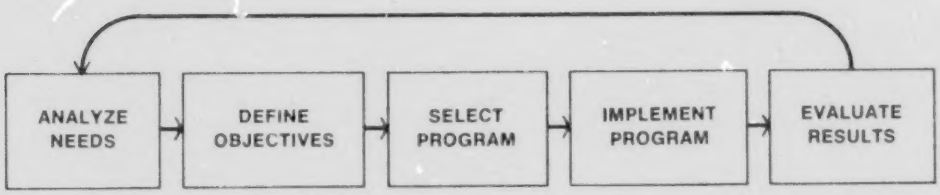
- Determining program needs in light of jail population characteristics
- Establishing specific program objectives
- Developing a jail program using existing community and jail resources
- Implementing programs

Throughout this chapter it will be emphasized that the role of the jail administrator should *not* be that of "do-it-yourselfer". It is essential for every jail administrator to realize the importance of consulting qualified people and take advantage of pre-existing services whenever possible. All too often, jail administrators feel that they must do all planning and implementation of programs independently, without the advice or help of those who are uniquely qualified to advise and assist them. The result in such cases is often the development of wasteful and relatively useless programs that serve only to further separate and polarize the jail and community.

The process of program development is not an easy one. There are a lot of things to consider, a lot of things to do while planning, implementing and evaluating a program. The following is a brief outline of the process which will be explained in more detail throughout the chapter.

1. *Analyzing population needs*: this involves studying general and specific population data obtained from your jail.
2. *Defining objectives*: this involves deciding what behavior is to be brought about or changed in the prisoner participants.
3. *Selecting a program*: this involves designing a new program or adapting one from a model to fit needs of a particular jail.
4. *Implementing the program*: this involves using existing community resources and professional or non-professional volunteers and specialists.
5. *Evaluating the results*: this involves deciding what is working, what is not working, and deciding how the program can be improved.

The process of program planning is a recurring one; no new program is perfect on the first try. A constant process of re evaluation and improvement is the only way to ensure the continuing effectiveness of a program. The program planning process can be seen as a whole in the following flow chart.



The first step towards development of a correctional program for the jail is

ANALYZING THE NEEDS OF THE JAIL POPULATION

Every jail has unique population characteristics and, certainly, what is true of one jail's population is unlikely to also be true of another jail's population. For this reason, it is important that statistics concerning the population be gathered and carefully analyzed. Too often, it has been proven that establishing a program which has little or no regard for the specific needs of the population results in costly and wasteful failure.

Every jail keeps records of the bookings that are made as well as other information about each prisoner kept there. If this information is arranged systematically, it can be of help to the administrator in determining where program possibilities lie, and what offender groups are large enough to merit more extensive study with a view toward establishing programs for them. On the next few pages, you will see how it is possible to identify *general* population characteristics in preparation for making more detailed studies of program needs.

Most jails have booking records from which the following general information concerning the characteristics of the jail population can be gathered:

- Number of annual commitments — (the data will be distorted and unreliable if a person who is booked once before sentencing and then once again after sentencing is counted as *two* commitments instead of one.)
- Offense composition of the population — frequently these figures will indicate that the majority of the population is comprised of persons in one or two specific offense groups
- Age composition of the population
- Composition of population by sex of offenders
- Educational background of offenders
- Occupational skills and background of offenders
- Marital status of offenders

By gathering information of this kind, the administrator will be able to form a *general* idea of what offender groups and types of program needs might exist. However, such general population studies will not be sufficient to identify *specific* program needs.

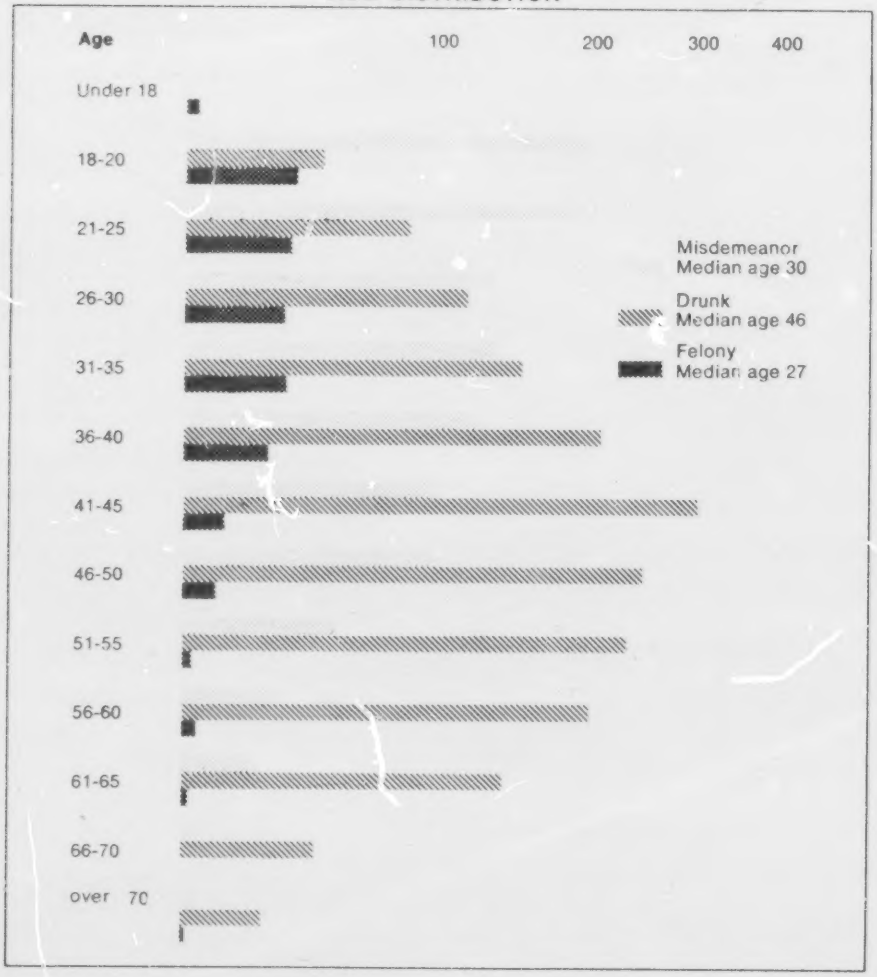
Using the information existing in the booking records for the year, it was possible for one jail administrator to assemble the chart you see here. The chart is helpful because it reveals

- the comparative size of the three offender groups (misdemeanor, drunk, felony)
- the ages of offenders in each group

By studying this chart the administrator determined the following

- Since the drunk offenders constitute the largest group of offenders in this jail, a more detailed study should be conducted to determine their specific needs.
- Since a sizable portion of the jail's population consists of offenders in the age group 35 and under, a more detailed study should be conducted to determine the particular program needs of these young offenders.

AGE DISTRIBUTION



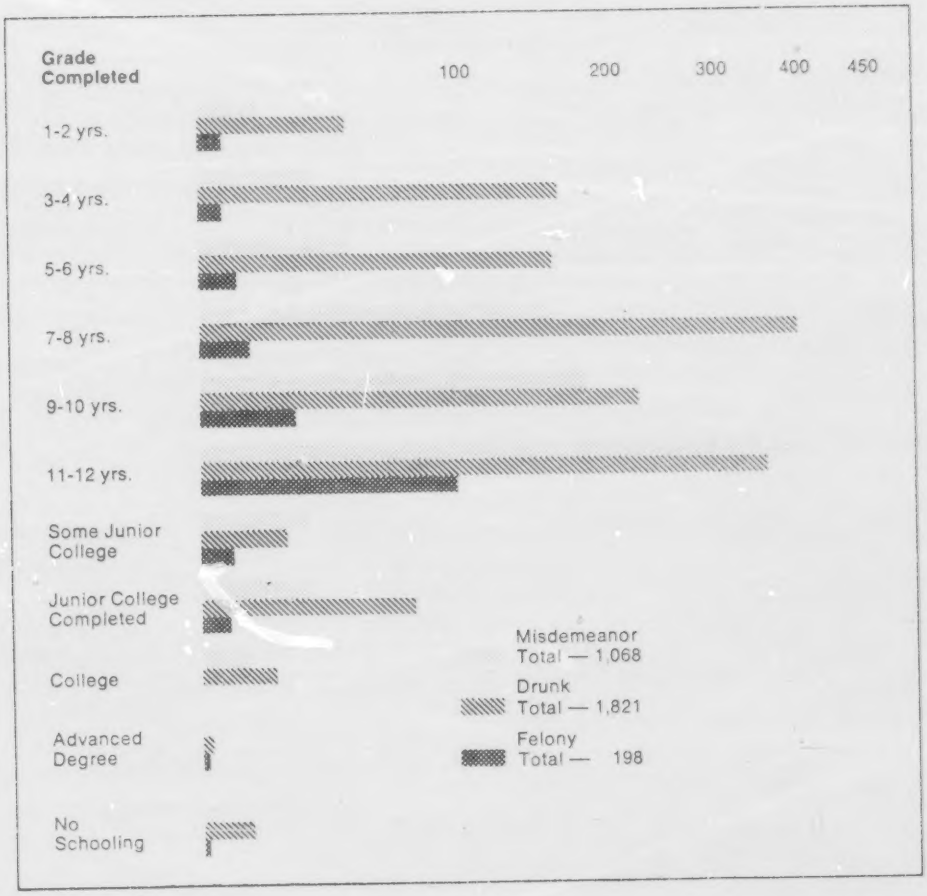
A chart compiled concerning the educational level of the prisoner population revealed to the administrator that

- the large majority of offenders in the jail had achieved a grade level below the 12th grade
- a majority of drunk offenders had an educational deficiency (at or below 10th grade level)

On the basis of this information, the administrator decided that

- it would be worthwhile to arrange for a detailed study to identify the educational needs of the prisoner population with a view towards developing an educational program for them
- it would be worthwhile to arrange for a detailed study to identify how many of the prisoners are functional illiterates and could benefit from remedial educational programs

EDUCATION LEVEL



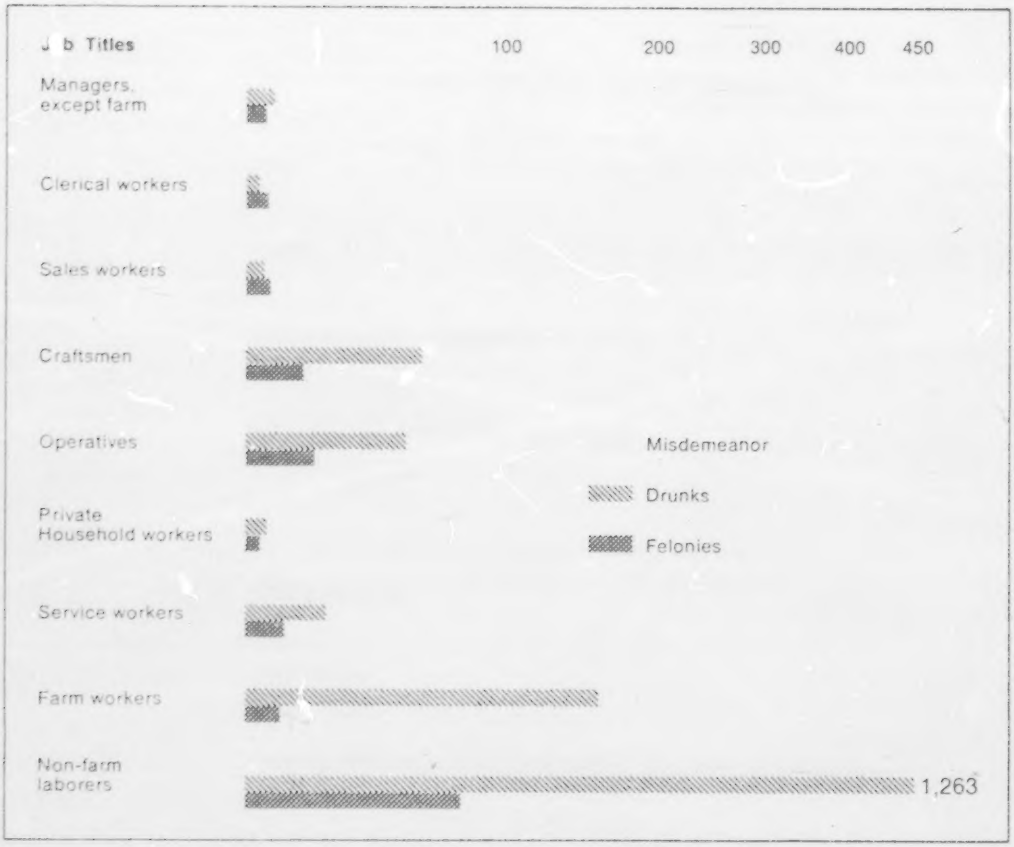
This chart concerning the vocational abilities of the prisoner population revealed that

- the overwhelming majority of prisoners in this jail were unskilled laborers

On the basis of this information, the administrator determined that

- a more detailed study should be conducted to determine the vocational needs of the prisoners with a view towards developing a vocational training program
- a detailed study should be conducted to determine the availability of vocational training *outside* of the jail and the availability of job opportunities in the community for people who receive this training

VOCATION



It is important to notice that these studies were *not* used to determine what programs were needed and how they should be implemented. They were used only as a means of determining the *general* characteristics of the jail population in preparation for further, more intensive studies of the specific needs of the offender groups. On the basis of this population information alone, the administrator would *not* be able to determine how many of the drunk offenders are actual alcoholics and could benefit from an AA program, he would *not* be able to determine what kind of vocational training, if any, might be needed, and he would *not* be able to determine what kind of educational program, if any, might be helpful to these people. *Only more intensive, detailed studies can reveal the distinct program needs of the jail population.*

Equipped with his general population studies, a jail administrator is in an excellent position to request the help of:

- statisticians
- psychologists
- correctional researchers
- representatives from a local Alcoholics Anonymous organization

These people are well-qualified to pinpoint specific program needs and to recommend definite program possibilities for the jail. Often they are also well-acquainted with the program successes and failures of other jails. They can usually be contacted through the following types of organizations:

- state correctional systems
- local social agencies (Probation department, local welfare department, local AA chapter)
- colleges and universities
- state planning commissions

As the example below illustrates, general population figures can often be misleading and cause jail administrators to make poor program decisions. For this reason, it is doubly important to consult specialists *before* making final program decisions.

One jail administrator determined that he should begin a high school equivalency program using the following population statistic as a basis for his decision:

- 75 percent of the jail population has not completed high school.

Several consultants were brought into the jail to study the population in preparation for setting up such a program. After conducting an extensive study of the problems and basic needs of the jail population, these specialists made recommendations that did *not* include the high school equivalency program as planned by the administrator. Instead, they determined that the following programs would be far better suited to the *actual* problems and immediate needs of the prisoner population of this jail:

1. A basic literacy program for the approximately 35 percent of the prisoners whom they tested and found to be functional illiterates (unable to read and write). This program would be staffed by teacher volunteers from a local college.
2. A vocational placement and counseling program for the large number of prisoners who were found to be unaware of the job opportunities available to them and who, in addition, did not know how to apply for and seek interviews for jobs.
3. An extensive psychological counseling program for the large number of prisoners whose failures were found to be largely due to personal problems.
4. An experimental Educational Release program for the small number of highly motivated, psychologically well-adjusted prisoners. This program would enable these selected prisoners to participate in high school level educational programs and vocational training programs which already exist in the community.

A jail program cannot exist and be successful if it must function without other supportive services and programs in the jail. During the planning process, support services and smaller programs must also be considered and planned as a means of maintaining and increasing the success of particular jail programs. The consulting specialists listed earlier can be invaluable to the jail because they can recommend the "proper mix" of services and programs for the jail after closely analyzing the needs of the population.

> In one jail, a Work Release program was begun several years ago. One of its objectives is to enable all eligible prisoners to work outside the jail during their stated sentences with the hope that they can keep and continue their jobs upon release into the community. Unfortunately, no counseling services were developed along with the Work Release program. As a result, the program is experiencing a high percentage of unfortunate incidents and failures.
>
> A typical example of what happens when no screening or counseling service is available is represented by Charles Jackson. A confirmed alcoholic, Jackson has been in and out of jails and hospitals for most of his adult life. Assigned to the Work Release program, Jackson recently managed to get himself hired as a bartender for a local restaurant and nightclub!

Obviously, if counseling services had been planned in conjunction with the Work Release program in this jail, Jackson would never have been permitted to pursue this profession. For instance, an Alcoholics Anonymous counselor could have quickly determined that bartending would have produced an unnecessary and unbearable temptation to Jackson and would severely reduce his chances of successfully participating in the Work Release program. Vocational counseling by a volunteer specialist might have produced a job which Jackson could have effectively performed without having to endure such a severe test of his obviously insufficient will-power.

The first step towards program development in your jail is: (put a check next to the correct answer)

- deciding what programs you want to establish.
- deciding whether or not money is available for correctional programs in your jail.
- analyzing the specific needs of the population in your jail.
- deciding whether the staff is large enough to support a correctional program in your jail.

Information taken from booking records can be systematically arranged in charts to help the jail administrator: (put a check next to the correct answer)

- determine what programs to start in the jail.
- identify general population characteristics in preparation for more detailed studies.
- decide whether enough prisoners would sign up for specific programs.

Turn page to check your answer

Answers

The first step towards program development in your jail is

- deciding what programs you want to establish
- deciding whether or not money is available for correctional programs in your jail
- X analyzing the specific needs of the population in your jail
- deciding whether the staff is large enough to support a correctional program in your jail

Information taken from booking records can be systematically arranged in charts to help the jail administrator

- determine what programs to start in the jail
- X identify general population characteristics in preparation for more detailed studies
- decide whether enough prisoners would sign up for specific programs

This statement was made by an administrator of a large county jail in reply to the recommendations of a program planning committee

> As I see it, you are talking about spending close to $15,000 to carry out these programs. Give me the dollars and cents cost of it so we can consider whether the programs are needed.

Which of the following statements are true and which are false?

TRUE FALSE

1. The administrator was showing good planning strategy by determining the jail's program needs according to the costs they would involve

2. The administrator made a mistake by not first telling the planners how much money was available for jail programs so they could make appropriate recommendations

3. The administrator was showing poor planning strategy by choosing the jail's programs on the basis of the proposed costs rather than on a study of the specific needs of the jail population

Turn page to check your answers

Answers

TRUE	FALSE		
	x	1	The administrator was showing good planning strategy by determining the jail's program needs according to the costs they would involve.
	x	2	The administrator made a mistake by not first telling the planners how much money was available for jail programs so they could make appropriate recommendations.
x		3	The administrator was showing poor planning strategy by choosing the jail's programs on the basis of the proposed costs rather than on a study of the specific needs of the jail population.

Note

Naturally, costs will be an influential factor in the implementation of jail programs. But when costs are considered as the primary factor in choosing programs, there is little doubt that programs will be ill-suited to the actual needs of the population.

OFFENSE GROUPS (SENTENCED)

(over one year period)

TOTAL SENTENCED POPULATION — 120

OFFENSE	PERCENT OF SENTENCED POP.
Disorderly Conduct, Drunkenness, Vagrancy	44%
Motor Vehicle Violations	35%
Sex Offenses	12%
Thefts	4%
Burglary	2%
Gambling	3%

AGE DISTRIBUTION OF SENTENCED PRISONER POPULATION

(one year period)

OFFENSE	18-25 yr.	26-35 yr.	36-45 yr.	46-55 yr.	56-65 yr.	65 & above	Totals
Disorderly Conduct, Drunkenness, Vagrancy	1	3	9	20	12	8	53
Motor Vehicle Violations	23	11	3	3	2	—	42
Sex Offenses	3	8	1	1	1	—	14
Thefts	—	3	2	—	—	—	5
Burglaries	1	—	—	2	—	—	3
Gambling	—	—	2	—	1	—	3
TOTALS	**28**	**25**	**17**	**26**	**16**	**8**	**120**

On the basis of the information revealed in the charts shown here, a jail administrator could determine that: (check the answers that are correct)

1. There is no offender group large enough to merit a special correctional program.
2. The majority of offenders in the Disorderly Conduct, Drunkenness and Vagrancy category are alcoholics.
3. A significant number of offenders in the Motor Vehicle Violation and Sex Offense categories are young (35 and under).
4. Further studies should be conducted to determine the specific program needs of the young offenders (35 and under).
5. A drivers' education program should be started for the offenders in the 35 and under category.
6. More detailed studies should be conducted to determine the specific program needs of the older offenders who constitute the majority in the first category (Disorderly Conduct, Drunkenness and Vagrancy).

Turn page to check answers.

Answers:

1. There is no offender group large enough to merit a special correctional program.
2. The majority of offenders in the Disorderly Conduct, Drunkenness and Vagrancy category are alcoholics.
x 3. A significant number of offenders in the Motor Vehicle Violation and Sex Offenders categories are young (35 and under).
x 4. Further studies should be conducted to determine the specific program needs of the young offenders (35 and under).
5. A driver's education program should be started for the offenders in the 35 and under category.
x 6. More detailed studies should be conducted to determine the specific program needs of the older offenders who constitute the majority in the first category (Disorderly Conduct, Drunkenness and Vagrancy).

Remember:

A frequent mistake made by administrators in program planning is placing dependence on *general* population statistics to determine *specific* program needs. It is extremely important to remember that it is unwise to make conclusions that are not based on actual facts. Whenever possible, specialists should be consulted and relied upon to make detailed, in-depth studies of both the jail population and the community's resources before program decisions are made.

It would be ridiculous and wasteful for a gardener to buy a bulldozer in order to perform a job and *then* discover that the job involves simply planting several small bushes. Similarly, wouldn't it be wasteful to set up an elaborate and perhaps costly correctional program without knowing beforehand specifically what changes or improvements must be brought about by the program?

When choosing and planning a new correctional program for the jail, the next vitally important task is

DEFINING THE OBJECTIVES OF THE PROGRAM

Choice of a program must be based on consideration of specific behavioral objectives. In other words, every jail program should be goal-oriented. Its objectives should be established before the program is implemented. The defining and re-defining of these objectives is central to the design of the program and the key to its eventual success. The jail administrator must decide what behavior he wishes to change or bring about in the prisoners who will participate in the jail programs and he must develop specific objectives which describe the behavior which will be expected. Without sound objectives, stated clearly and completely, selection of a program and appropriate program components will be very difficult and evaluation of the program will be nearly impossible.

Many jail administrators consider it sufficient to state their program objectives in this manner: "To rehabilitate or correct offenders" or, "To help offenders solve their problems". These are commendable aspirations, but when used as the framework for choosing and developing specific programs to fit the needs of specific prisoner populations, they are inadequate and far too vague.

One jail administrator, concerned about the number of alcoholics who repeatedly were brought to his jail, determined that he needed a program with this overall objective: *After involvement with a correctional program in jail, the alcoholic prisoner should be able to abstain from drinking and therefore, from alcohol-related offenses.* Based on this overall objective, an AA program was chosen for the jail. The program is held in the jail and run by AA volunteers. The specific objectives of the program are:

Phase 1: After participating in the program for a stated period the alcoholic prisoner must admit that he is an alcoholic.

Phase 2: The alcoholic prisoner must attend each AA meeting held in the jail during his sentence.

Phase 3: The alcoholic prisoner must join a community AA group and attend meetings *once a week* upon release from jail.

LONG TERM OBJECTIVE: After regular involvement with the AA program, the alcoholic must totally abstain from drinking.

In each objective above, see if you can underline the words which indicate what the participant will be expected to *do* during each phase of the program in order to fulfill the program objectives.

Turn page to check your answers.

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Answers

The underlined phrases indicate the specific behavior the participant must exhibit to fulfill the program objectives.

Phase 1 The alcoholic prisoner must admit that he is an alcoholic.

Phase 2 The alcoholic prisoner must attend each AA meeting held in the jail during his sentence.

Phase 3 The alcoholic prisoner must join a community AA group and attend meetings once a week upon release from jail.

LONG TERM OBJECTIVE The alcoholic must totally abstain from drinking.

Once behavioral objectives have been carefully defined, it becomes possible to

SELECT THE PROGRAM

While it is helpful to look at the experience and program successes of other jails in the country, it is essential that each jail administrator determine his *own* jail's program objectives and then alter, or "tailor-make" existing program models to fit the needs and characteristics of his particular jail. Or, if this is not possible, he may find it necessary and desirable to design a totally new program which has never been used before. Even more important, the administrator must avoid initiating a program in the jail simply because other jails are participating or because he has the money to spend for the program. He must be certain that his program choices are fitted to the needs of his jail's population and adapted to the characteristics of his jail and the community in which it is located. A program has been wisely chosen only if these questions can be answered affirmatively:

- Is the program appropriate to prisoner needs?
- Will there be a definite benefit to the prisoners and to the community if this program is successful?
- Will the costs of maintaining the program be within the scope of the jail budget? If not, will other funds be available to support such a program?
- Can the necessary materials be obtained for the program?

Underlying all correctional programs designed to change the behavior of particular groups of prisoners is this ultimate goal: The program participants will reduce or eliminate all of their criminal activities and totally eliminate *repeated* offenses. Often, the cost of personnel and the amount of money and time required to support a correctional program can be defended only in terms of benefit to the community through achievement of this objective. Therefore, when planning program objectives, it is important to consider the social and economic life of the community to which the prisoners will return. All too often, careless and wasteful program objectives are developed which meet only the *immediate* needs of the jail. Programs are sometimes aimed at "keeping prisoners busy while in jail" or "keeping prisoners out of trouble while serving time."

Program objectives, if they are to satisfy long-range goals, must reflect the need for coordination of the jail program with community opportunities. For instance, suppose that a county jail wishes to set up a job training program for unskilled inmates. One overall program objective might be the following:

- Upon completion of the training program, the participating prisoner will be able to perform a job *at which he can be employed in the community*.

This specific objective should be an important factor in deciding which job skills should be taught and which are not appropriate for a particular jail and community. For instance, suppose the administrator decides to set up a small vegetable canning operation in order to train prisoners in the use of canning equipment and procedures. His decision to do so should be a reflection of these terms of the objective " at which he can be employed in the community." In other words, there must be:

1. A canning industry in the community—or within a reasonable distance.
2. Employment opportunities at the canning industry.

* Of course, it is also possible that the administrator will find it more realistic to think in terms of starting a *work release* program allowing prisoners to receive on-the-job training at the canning industry, rather than building a full-scale training program at the jail.

Several program models are outlined on the next two pages which best illustrate programs designed to strengthen offenders' ties with the community. Only the basic structure of each program is described here; modifications and program details must be made to meet the requirements and characteristics of jails and specific communities.

WORK RELEASE. A means of extending the limits of confinement into the community. Prisoners assigned to work release are able to continue their employment or secure new employment while under the supervision of jail personnel. While participating in this program, prisoners are released from jail during working hours and are expected to return directly to jail for confinement during nonworking hours. The majority of states now have legislation which allows for such a program. Assignment to the program is made at the discretion of the sentencing court. This program permits flexibility in sentencing and lends itself to a number of variations according to specific program objectives. Variations include: release for academic or vocational education in local schools, for psychotherapy at local mental health clinics, or for employment counseling at local agencies. Also, when a jail does not have a bail program, pretrial prisoners can be confined during nonworking hours and weekends, permitting them to continue working or preparing their defense outside the jail.

EDUCATION AND LITERACY. Programs of this type, when situated in the jail, can be implemented using paid employees or specialized volunteers. Specific objectives developed by the jail determine the nature of such programs. Some progams exist as an introduction to an educational process which the offender can continue in the community when released. Other programs are specifically designed to enable attainment of an educational goal while the participant is still confined (i.e., High School Equivalency, Basic literacy or College credit courses). Some general education programs have been tried and found effective in teaching specific skills to inmates (typing, personal grooming, needlecraft, woodworking, etc.).

TREATMENT OF ALCOHOLICS. Successful programs are usually those which offer follow-up treatment in addition to Alcoholics Anonymous membership. Medical care, group or individual therapy, job placement services, transitional living arrangements and supervision upon release are all program components which have been successfully employed to increase the chances of an alcoholic being capable of staying out of jail in the future and becoming a productive and responsible member of society.

COUNSELING. Programs include such things as family and marital counseling, financial counseling, group or individual psychotherapy conducted by professionals, employment counseling, AA counseling for alcoholics, and supportive counseling for Work Release participants. Such programs are most successful when designed to support or complement other programs such as Work Release, Education, etc. Staffing can be done in a number of ways, depending on the resources available and the size and budget of the jail. Possibilities are: non-professional volunteers, professional volunteers, or paid professional staff or, ideally, a combination of these.

COMMUNITY CORRECTIONAL MODELS

Probation programs, halfway houses, detoxification units, or community treatment centers may require that the jail become part of a community correctional system. Such a system can provide continuity of service in such things as

- evaluation for bail
- development of presentence reports
- development of programs for confined prisoners
- placement of prisoners on partial release programs
- supervision of prisoners who are released into the community

In one western state, five honor camps have been built to which selected prisoners can be sent after classification and screening in the county jail. Camps are structured to provide

- individual and group counseling sessions
- informal education programs
- work projects involving forestry, fire-fighting, road-building, and park maintenance

WHERE CAN YOU GET MORE INFORMATION ABOUT JAIL AND COMMUNITY CORRECTIONAL PROGRAMS?

Listings of specific experimental and long-range programs are compiled annually by the Law Enforcement Assistance Administration. Requests for these listings should be sent to

LEAA
633 Indiana Avenue N.W.
Washington, D. C. 20530

Note:
(An interesting report on the King County Work Release Project is available from LEAA listed as grant No. 027)

When specific behavioral objectives are used as a guideline for developing the content of a jail correctional program, all aspects of the program can be carefully controlled and structured. Staff and volunteer needs, financing, materials, facilities, scheduling and other program components can all be decided in light of this question:

What will be needed in order to fulfill the terms of the program objectives?

For instance, suppose one objective for the first phase of a training program is: "The participant must be able to correctly replace the sparkplugs in an 8 cylinder auto engine." Naturally, all equipment, materials, instruction, etc. should be chosen to prepare the student to meet this objective. Purchase of tire changing equipment, a lecture on auto body painting, or a movie about safe driving hints would all be judged inappropriate to the objectives of this phase of the program. Wasted effort, equipment expenditures and useless training aids would all be avoided through strict observance of the terms of the objective.

Here is the objective for one phase of a training program held in the women's section of a county jail:

> Phase 4: Upon completion of this phase of the program, each participant must be able to make a cotton housedress which she can wear, using a pattern and materials provided by the instructor and using an automatic sewing machine whenever possible.

Which of these components chosen for the program can be considered appropriate according to the terms of the objective and which are inappropriate? (show your answer by putting a check in one of the boxes given)

APPROPRIATE	*INAPPROPRIATE*	
		1. Three lessons entitled: "How to use an automatic sewing machine"
		2. A lecture by a local tailor entitled "How to alter and re-style men's suits"
		3. A set of knitting needles and several skeins of wool for each participant
		4. The following materials: A printed dress pattern for each participant, a pair of scissors and a small amount of used material for practice cutting
		5. Several yards of cotton and a dress zipper for each participant
		6. An hour lecture entitled "Personal cleanliness and care of the body"

Turn page to check your answers.

Answers:

APPROPRIATE	*INAPPROPRIATE*	
X		1. Three lessons entitled "How to use an automatic sewing machine".
	X	2. A lecture by a local tailor entitled "How to alter and re-style men's suits".
	X	3. A set of knitting needles and several skeins of wool for each participant.
X		4. The following materials: A printed dress pattern for each participant, a pair of scissors and a small amount of used material for practice cutting.
X		5. Several yards of cotton and a dress zipper for each participant.
	X	6. An hour lecture entitled "Personal cleanliness and care of the body".

Specific program objectives are equally essential as a guideline for *choosing eligible participants*. Experience has shown that success of a particular program is often dependent on the careful selection of participants who show the most promise of being able to exhibit the behavior required in the objectives. This concept is strikingly apparent in the case study found on the following page.

Four specific objectives of an existing Work Release* program in a large county jail are:

- While participating in the program, prisoner participants will regularly work at jobs in the community for which they will receive no less than $2.00 an hour in wages.
- While participating in the Work Release program, prisoners will reimburse the county for all room and board expenses which they incur.
- While participating in the program, the prisoners will pay 60 per cent of their earnings to support their families in the community.
- Upon release from the jail, the prisoners will continue working in the community on a regular basis.

The sentencing court in this jurisdiction is understandably interested in seeing that the county is *reimbursed for expenses* whenever possible. As a result, judges consistently require that *all* able-bodied sentenced persons participate in the Work Release program.

On the other hand, the jail staff considers that the Work Release program is largely a failure because a large number of participants are homeless vagrants with no community ties, no families to support, and no need or desire for regular employment. Because of this, they are often irresponsible and undependable workers and upon release, often spend all their saved earnings on a "spree", commit another punishable offense, and soon quit or are "fired" from their jobs. Jail officers believe that the irresponsibility of such participants has made many employers reluctant to hire any Work Release participants in the future regardless of their qualifications. These officers emphasize that, by requiring *all* sentenced persons to participate in Work Release, the court is seriously impairing the program's effectiveness.

*Also called Work Furlough, Huber Program, Day Parole in other jurisdictions.

The apparent lack of success of the Work Release program described on the previous page seems to be largely due to: (choose the answer you believe to be appropriate)

a) lack of specific program objectives to use as a planning guideline for the Work Release program

b) lack of a screening process through which program participants are selected who show promise of being able to fulfill all the program objectives

c) too many program objectives resulting in confusion and misunderstanding between jail program staff and the sentencing courts

Turn page to check your answer

Answer:

a) lack of specific program objectives to use as a planning guideline for the Work Release program

X b) lack of a screening process through which program participants are selected who show promise of being able to fulfill all the program objectives

c) too many program objectives resulting in confusion and misunderstanding between jail program staff and the sentencing courts

It is difficult and often unfair to disqualify prisoners from participation in a jail correctional program because they do not have families to support or because they might not be able to meet all the objectives of the program. However, as in the case of this county jail, lack of discretion in choosing program participants can jeopardize the chances of other potential participants and impair the program's effectiveness. A possible solution for this particular situation might lie in improved communication between the court and the jail. Conceivably, the jail administrator could ask that the court allow him to recruit a screening committee to determine the suitability of each new prisoner for the Work Release program. This committee would have the authority to recommend or not recommend to the judge prisoners who might be granted Work Release privileges.

Suppose you were making plans to institute an Educational Release program in your jail. Two of the program objectives are:

- Participants will enroll in one of the following programs at the local Vocational School:
  1. High School equivalency program
  2. Computer programmer training program
  3. Typing and shorthand program
- Participants will complete all of the requirements for their chosen programs to the satisfaction of course instructors or will be dropped from the programs.

Which of the following show the promise of being able to exhibit the behavior required in the two objectives shown here?

a) Willard Hunt. 45. Unemployed at time of arrest. Has been tested and found to be reading at a third grade level. Has been previously employed as a manual laborer.

b) Margaret Cook. 25. College dropout after 1½ years. Unemployed at time of arrest. Has no apparent job skills.

c) Peter Rhodes. 23. Has completed 11th grade. Unemployed at time of arrest. Diagnostic tests show above average mathematical skills and average reading ability.

d) Charles Belding. (age unknown). Unemployed. Testing has revealed a degree of brain damage resulting from drinking and related head injuries.

Turn page to check your answers.

Answers:

a) Willard Hunt. 45. Unemployed at time of arrest. Has been tested and found to be reading at a third grade level. Has been previously employed as manual laborer.

X b) Margaret Cook. 25. College dropout after 1½ years. Unemployed at time of arrest. Has no apparent job skills.

X c) Peter Rhodes. 23. Has completed 11th grade. Unemployed at time of arrest. Diagnostic tests show above average mathematical skills and average reading ability.

d) Charles Belding. (age unknown) Unemployed. Testing has revealed a degree of brain damage resulting from drinking and related head injuries.

If you chose these two people for the Educational Release program, you have realized the importance of choosing program participants who show promise of being able to exhibit the behavior described in the program objectives. Although the two other people might be in need of correctional programs, their chances of successfully participating in this Educational Release program are slim. If they were chosen for the program, it is possible that the local vocational school which is running the course would begin to consider *all* jail prisoners unsuitable for the program and wish to curtail future programs of this type.

Important:

Programs need not be reserved exclusively for *sentenced* prisoners. Many persons awaiting trial will volunteer for any program assistance which may fit their needs. However, the administrator must see that these persons do not become involved in programs which might somehow infringe on their legal rights or challenge the assumption of innocence before trial (group therapy or psychotherapy, for example, may violate the prisoner's privacy or place him in the position of giving information about himself which could be damaging to his case).

Selecting and defining objectives for jail correctional programs can be an extremely difficult task. For, in doing so, it is essential that hard thinking be done and only measurable behavioral objectives be selected to serve as the blueprint for program development. No other planning task is so important; for planning done without specific objectives results in waste and, all too often, failure of the program to bring about any meaningful change or improvement.

Which of the following statements are true and which are false? (Indicate your answers below.)

TRUE FALSE

1. Specific program objectives must be defined before programs can be implemented.
2. It is too difficult to define program objectives until the program has been tested for a period of time.
3. The following is a good behavioral objective: "The program will help offenders solve their vocational and personal problems."
4. The following is a good behavioral objective: "While enrolled in the work release program, the prisoner will be required to pay his room and board expenses and pay his wife and other dependents 60 per cent of his income in support payments."
5. The following is a good behavioral objective: "Upon completion of the first phase of the program, the alcoholic must understand that he is an alconolic and he must be willing to seek help in solving his problem."
6. An effective evaluation of a jail program can be made by polling the prisoner participants and finding out:
   1. if they learned anything.
   2. if they liked the program.
7. Evaluation of a jail program can be made by determining whether the participants exhibit the behavior stated in the program objectives.
8. In order to increase a program's chances of success, participants should be chosen who are most likely to be able to exhibit the behavior stated in the program objectives.

Turn page for answers.

Answers:

TRUE	FALSE		
X		1	Specific program objectives must be defined before programs can be implemented
	X	2	It is too difficult to determine program objectives until the program has been tested for a period of time
	X	3	The following is a good behavioral objective "The program will help offenders solve their vocational and personal problems"
X		4	The following is a good behavioral objective "While enrolled in the work release program the prisoner will be required to pay his room and board expenses and pay his wife and other dependents 60 per cent of his income in support payments"
	X	5	The following is a good behavioral objective "Upon completion of the first phase of the program, the alcoholic must understand that he is an alcoholic and he must be willing to seek help in solving his problem"
	X	6	An effective evaluation of a jail program can be made by polling the prisoner participants and finding out 1 if they learned anything 2 if they liked the program
X		7	Evaluation of a jail program can be made by determining whether the participants exhibit the behavior stated in the program objectives
X		8	In order to increase a program's chances of success, participants should be chosen who are most likely to be able to exhibit the behavior stated in the program objectives

When a program has been chosen and the objectives of this program clearly defined, the jail administrator must turn his energies to

IMPLEMENTING THE PROGRAM

You may recall the statement of a jail administrator to a program planning committee in which he asserted "Give me the dollars and cents of it and then we'll decide if the programs are needed."

This man's mistake is a common one; he has allowed his concern with the budget to influence his selection of needed and suitable programs for the jail. What he has failed to realize is that the suitability of or need for a jail correctional program has nothing to do with the expected cost of the program. If the need for the program exists, unavailability of funds cannot erase this need. Budgetary concerns become an influencing factor only as a means of *implementing* the chosen program. This is also true of personnel availability, existence of program facilities and other aspects of program development. Ingenuity and flexibility can be equally strong factors in influencing actual program development and implementation. Even when available funding for programs is severely limited, an imaginative and persistent administrator is able to seek outside help and use *already existing* community services to achieve his program goals instead of simply cancelling or postponing vital plans for improvement and change in his jail.

The jail should not be expected to exist as an independent unit, separate from the community and wholly self-sufficient. An important objective for every jail administrator should be to identify and use existing community resources whenever possible to implement jail correctional programs.

Where does an administrator begin looking for existing community agencies and services? Two possible starting points are:

- The probation department
- The local welfare department

These two agencies are often able to provide some diagnostic and treatment services for jail programs depending on their workload and the personnel available. They can also assist the administrator in defining his program needs and can refer to other agencies which are equipped to assist in specific programs.

Another possible starting point for the administrator in his search for valuable community aid and resources is:

- The official Community Health, Welfare and Education Resources Directory of public and private agencies which describes the types of service they are capable of providing (most communities do publish directories of this type and distribute them through such organizations as Community Chest)

Below are excerpts from directory listings of only a few organizations which exist in a large majority of communities and offer potential sources of consultation and direct services to the jail.

- State Correctional Service (Prisoner's Aid Society). Provides counseling for offenders in state correctional institutions and jails, and to prisoners and their families in the community.
- State Employment Service. Services include placement of job seekers, special services to veterans, employment counseling, selective placement, labor market information, industrial services and cooperation with local groups.
- Department of Veterans Affairs. Coordinates activities relating to medical, hospital or other remedial care, placement and training, educational, economic, or vocational rehabilitation of persons who served in the U.S. armed forces and were honorably discharged, and gives health, educational, and economic assistance to war veterans who are residents of the State and to their dependents.
- Vocational Rehabilitation Division. Provides services for eligible vocationally disabled persons regardless of economic status including: medical diagnosis, psychiatric study and psychological testing, guidance, training, tuition, and placement. Assistance may be given to those unable to make other financial arrangements for medical service, artificial appliances such as artificial limbs or false teeth, training supplies, maintenance, tools and equipment.
- Legal Services Center (Legal Aid Society). In the criminal area, provides direct representation of all persons accused of relatively minor crimes who are unable to afford private counsel. In more serious offenses, handles about 50 per cent of cases and recommends and assists private counsel appointed at county expense in the other 50 per cent. A release on recognizance program is operated through law student volunteers to assist in reducing jail time pending trial for people with substantial ties to the community.
- County Mental Health Center. Provides out-patient psychiatric services (diagnosis and treatment, individual and group therapy) to county residents with behavioral and emotional problems. Provides mental health and family life education programs; community consultive services; programs for detention and prevention of mental illness, and in-service training programs for social workers, psychologists, and psychiatrists.

Many other potentially helpful agencies exist that have not been mentioned here. For instance, the community school system (vocational and academic), the state correctional system, and the county welfare department all offer a potential source of service and assistance for the jail. All too often these resources, and others like them, are left untried and unnoticed by administrators who do not know what services they offer and do not consider their potential contribution to the jail.

When searching for public and private community agencies which might be able to provide assistance to the jail, the administrator should not be rigidly tied to the notion that all programs must be held inside the jail, or that the program must strictly follow the form of a program which exists in another community or state. He should, instead, remain flexible and open to suggestion so that he will not overlook valuable opportunities simply because they require more planning and perhaps more trial-and-error experimentation.

In one community, a study of the jail's population revealed that a significant number of the repeating offenders were alcoholics and had committed alcohol-related offenses. Aware of the limitations of a small and inadequate program budget, the jail administrator made a determined effort to seek out valuable services in the community and enlist these services for a correctional program that could be of benefit to the alcoholic prisoners at a low cost to the jail. He found the following agencies listed in the Community Resources Directory:

ALCOHOLICS ANONYMOUS, ALANON AND ALATEEN

SERVICES: Offers a program of education, moral support, encouragement, physical buildup, and group therapy aimed at the gradual rehabilitation of alcoholics. Direct referral to AA, Alanon or Alateen can be made through the above address or through Alcoholism Information and Referral Center, Hall County Mental Health Center.
SERVES: Alcoholics, their families, and others affected by an alcohol problem.

REBOS HOUSE

SERVICES: A nonprofit corporation, established to provide a sober living arrangement for men and women who have an admitted problem of alcoholism. It is a transitional treatment facility for men and women.
SERVES: All admitted alcoholics who desire a sober living arrangement.

COUNTY MENTAL HEALTH CENTER

24-Hour Alcoholic Emergency Service
Emergency Number: 267-6234
SERVICES: Includes a team of professional Alcoholism Counselors who are on call day and night. They provide emergency telephone counseling, and may also go out to the alcoholic in need of immediate attention; if necessary, they will transport him to the proper facility and assist him in obtaining prompt medical treatment or other needed services.
SERVES: People in need of emergency alcoholism services.
DCMHC also provides the following alcoholism abuse services through the Alcoholism Information and Referral Center:

1) Alcoholism and Drug Abuse Services: Provides for the overall planning, coordination of Alcoholism and Drug Abuse Services in Hall County. The Hall County Interagency Coordinating Committee on Alcoholism is advisory to this Service. This Service sponsors the Hall County Alcoholism Information and Referral Center, Hall County Alcoholism Prevention Project, Special Hospital Feasibility Study Project, Hall County Drug Abuse Information and Referral Center, etc. Also, maintains an audio-visual aids resource library.
2) Alcoholism Information and Referral Center: Advisory and counseling services to individuals or agencies concerned with alcoholism or related problems. Makes referrals to appropriate resources. Provides consultation to businesses and industry on policies or programs dealing with alcoholism of employees. Educational Services include speakers, films, literature, etc.

The jail administrator met and consulted with the directors and staffs of each of the three agencies and discussed with them his program objectives, and the numbers of prisoners to be involved in the program. Together they discussed the immediate program needs in detail.

As a result of these discussions, the administrator was able to take the following steps to implement his program:

- Arranged for AA volunteers to administer and staff an AA program held in the jail (this program included diagnosis and counseling, weekly group meetings in the jail, and responsibility for acquainting prisoners with local AA chapter upon release).
- Arranged with AA volunteers to provide special counseling for advice to families of alcoholic prisoners as a preparation for the return of the prisoner to his family.
- Arranged for transportation to and admission of newly released alcoholics without close family ties to REBOS HOUSE for temporary living arrangements to ease the difficult transition from jail to community and reduce the chances of repeated alcohol-related offenses.
- Arranged for representative of Alcoholism Information and Referral Center to provide advice and consultation to the local businesses which employ alcoholic prisoners in cooperation with the Work Release program already existing in the jail.

All of the services which the administrator arranged for were well within the capabilities and service objectives of the agencies involved. In fact, the administrator found these agencies enthusiastic and eager to assist him. In two cases, he was even offered valuable services for which he hadn't asked. These were:

- An offer of close cooperation from the 24-hour Alcoholic Emergency Service; representatives from this service suggested that, whenever the jail physician was unavailable to treat an alcoholic needing emergency care, jail officers should call the Service to come to the jail immediately. The service would be free of charge for the jail.
- An offer from the Alcoholism Information and Referral Center to provide an educational program for jail officers interested in learning methods of effectively handling and dealing with alcoholic prisoners.

The program activities resulting from the combination of all these services into a coordinated program are comprehensive and highly effective. Through careful planning and coordination by a member of the jail staff, all elements of the alcoholic treatment program are running smoothly and at little cost to the jail. This administrator's success in finding outside help in implementing his program was, for the most part, due to his own initiative and persistence. In many instances, agencies are unaware that their services can be useful to the community jail. And it is often the case that the resources and potential of these agencies are only offered to those who *seek out their help*. For this reason, in order to bring about change and improvement, jail administrators must take time and effort to investigate community resources and pursue those services which are best suited to meeting the objectives of correctional programs which are needed in their jails.

Which of the following statements are true and which are false? (indicate your answers below)

TRUE FALSE

1. It is extremely difficult to enlist community support for jail correctional programs because community agencies are not interested in providing services to the jail.

2. Community agencies are often unaware that their services can serve a valuable function in implementing jail correctional programs.

3. A limited budget is usually an indication that jail programs are not needed.

4. A jail administrator's imagination and persistence in seeking and enlisting community services and support can make up for the limitations of a small budget when implementing needed jail programs.

5. Most communities publish a Directory of available Community Health, Welfare and Education Resources along with their objectives and a description of the people they serve.

Turn page to check your answers

Answers:

TRUE	FALSE		
	X	1	It is extremely difficult to enlist community support for jail correctional programs because community agencies are not interested in providing services to the jail.
X		2	Community agencies are often unaware that their services can serve a valuable function in implementing jail correctional programs.
	X	3	A limited budget is usually an indication that jail programs are not needed.
X		4	A jail administrator's imagination and persistence in seeking and enlisting community services and support can make up for the limitations of a small budget when implementing needed jail programs.
X		5	Most communities publish a Directory of available Community Health, Welfare and Education Resources along with their objectives and a description of the people they serve.

In the space below are descriptions of four programs which extensive studies have indicated are needed in a particular jail. On the next page are descriptions of community agencies which are available. Assume that you are the administrator of this jail and wish to find suitable existing services to implement your programs. Next to each suggested jail program, write the number of the agency (or agencies) from which you might be able to secure assistance.

A ___ A basic literacy program for the 35 per cent of the prisoners tested and found to be functional illiterates.

B ___ A vocational placement and counseling program for the large number of prisoners who were found to be unaware of the job opportunities available to them and who did not know how to apply for and seek interviews for jobs.

C ___ An extensive psychological counseling program for the large number of prisoners whose failures were found to be largely due to personal problems.

D ___ An experimental Educational Release program for the small number of highly motivated, psychologically well-adjusted prisoners.

1. **FAMILY SERVICE**

   SERVICES: Provides counseling services for individuals and families with fees dependent upon ability to pay. Most clients seek marital counseling with a lesser number seeking to help with their individual problems. The family agency acts as an information and referral center, provides foster home services, administers nonresident financial assistance, is the local Traveler's Aid Society, and operates a Homemaker Program designed to assist the elderly or children whose mothers are absent or incapacitated.

   SERVICES: Services are for all persons with no restrictions due to nationality, religion, age, or economical status.

2. **COMMUNITY ACTION COMMISSION**

   SERVICES: A nonprofit corporation created to mobilize the resources of the community to combat poverty. Develops programs designed to enable low-income persons to deal effectively with their own problems. CAC Programs include:

   a) Parent Education Program: A program for adults who have not finished high school or who wish to continue their education. Provides classes for those taking college correspondence courses and counseling.

3. **FRANK LAUBACH LITERACY SOCIETY**

   SERVICES: Sponsored by Church Women United, the Society teaches reading skills to adult illiterates free of charge except for a very small amount for cost of materials to pupils. Also available at a section of the Public Library entitled "Books for New Readers" are adult reading materials in very simple English for beginning readers.

   SERVES: Adult illiterates.

4. **OPPORTUNITY CENTER, INC.**

   SERVICES: 1) A rehabilitation facility providing vocational evaluation, vocational counseling, work conditioning, specific job training, placement, and follow up for Division of Vocational Rehabilitation clients who are vocationally handicapped. 2) A Day Care Sheltered Workshop program providing personal adjustment and recreational activities for all County residents who are too vocationally handicapped to be immediately placed in competitive employment.

   SERVES: The vocationally handicapped.

5. **COUNTY MENTAL HEALTH CENTER**

   SERVICES: Community Mental Health Center providing out-patient psychiatric services (diagnosis and treatment, individual and group) to County residents with behavior and emotional problems, mental health and family life education programs, community consultative services, programs for detection and prevention of mental illness, behavior problems, in-service training programs for social work, psychology, psychiatry, research.

   SERVES: Emotionally disturbed from all community and socioeconomic groups, largely poor, and lower-middle-income groups.

6. **VOCATIONAL REHABILITATION DIVISION**

   SERVICES: A Division of the Department of Industry, Labor, and Human Relations. Services include placement of job seekers, special services to veterans, employment counseling, selective placement, labor market information, industrial services and cooperation with local groups. While the Employment Service gears its activities to the needs of workers, employers and the community, emphasis is placed on serving the disadvantaged individuals. Outreach services are provided within the counties served.

   SERVES: All individuals 22 years of age and older seeking manpower services.

Turn page to check your answers.

Answers:

A 3
B 4.6
C 1.5
D 2

In recent years, volunteers have increasingly been used to implement jail correctional programs. Naturally, this is partly due to the inability of jails to hire specialized program personnel because of limited funds. But a positive aspect of increased volunteer participation is *increased community concern with the problems of the jail.*

As long ago as 1800, a dimension of Quaker prison reform included religious instruction and counseling of jail inmates by lay leaders from the community. And in 1840, a Boston shoemaker, by volunteering his services, began a correctional service which is now known as *probation*. More recently volunteers from the community have been used in such varied capacities as:

- recreation activity leaders
- educational instructors
- religious activity leaders
- Alcoholics Anonymous sponsors
- visitors to prisoners without families
- probation and parole sponsors in the community to which prisoners return

Surprisingly enough, although the correction-oriented institutions which use volunteers generally regard them as an extremely valuable asset, the large majority of correction-oriented institutions in this country *still do not use volunteers and do not realize their potential contribution!* It is time for jail administrators to discover that this valuable program resource exists, and that it is their duty to seek out volunteers and to train and encourage professional jail staff members to use volunteers in an enlightened and useful manner.

A recent survey of the volunteers participating in one successful jail correctional program indicated that they had been recruited from the following sources:

- Friends and relatives of volunteers 27%
- Newspapers, magazines, or pamphlets 23%
- Clubs, business groups, and organizations 22%
- The organization needing the volunteers (i.e., judiciary) 28%

The findings of the program also indicated that a successful recruiting program develops momentum and generates community interest that usually results in additional applicants.

HOW CAN A JAIL ADMINISTRATOR CONDUCT A SUCCESSFUL RECRUITING CAMPAIGN?

He must *announce his need for volunteers*. To do so, he should use the following:

- PUBLIC SPEAKING ENGAGEMENTS
  (to: Service organizations, clubs, local colleges and schools, business groups and conventions, local churches, etc.)
- ANNOUNCEMENTS TO ALL NEWS MEDIA
- USE OF VOLUNTEERS FOR RECRUITING
  (Public speaking or one-to-one contacts with friends and acquaintances in the community.)

Too many jail administrators do not realize that people in the community are unaware of the potentially valuable role they can play in the correctional process as volunteers. An effective recruiting message should attract new volunteers to corrections by emphasizing that they have something special to offer clients that the professional staff cannot offer. For instance, a recruiting message can point out that volunteers offer

- Direct contact with the community
- No barrier of authority — offenders can confide in them and not in professional staff
- A fresh approach to corrections — they are not hardened by experience or blinded by limitations of the system
- An opportunity for prisoners to receive individual attention and concern for their problems
- Varied and useful skills that could be taught to prisoners or used in treating offenders
- An unbiased, objective point of view towards the jail and its operation

Question:

What do you think of a recruiting message which emphasizes that volunteers are needed for jail programs because money is not available for hiring profes onal staff?

After thinking of your answer,
turn the page and read the commentary

Answer:

Many administrators *have* used this type of statement as the basis of their recruiting message. However, it is basically a negative approach to recruiting and does not encourage volunteers to think of themselves as having something special to offer. A recruiting message should not imply that volunteers are merely a second choice or substitute for paid professional help. It should stress the positive aspects of their contribution and act as a motivating factor by encouraging them to offer their needed services and their individual talents to the jail.

A national survey concerning volunteers involved in correctional programs has indicated that in terms of education, occupation, and income, volunteers stand out from the total community. These people tend to be in positions of leadership in their communities. In view of this information, which of the following statements would you consider to be true? Indicate your answers below.

1. Active volunteers can serve effectively as recruiters since their contacts in the community are apt to be widespread and influential.

2. Volunteers are often in a position to enlist the assistance of valuable community resources which might have been unknown to the jail administrator.

3. By acting as a kind of liaison between the community and the jail, volunteers can enlist support for additional jail programs among persons and groups which have previously been unaware of the jail's activities.

Turn page to check your answers.

Answer:

All three of these statements represent positive contributions that can be made by volunteers.

HOW CAN A JAIL ADMINISTRATOR CHOOSE VOLUNTEERS AND MATCH THEM TO HIS PROGRAM NEEDS?

It is extremely difficult to measure the motivation and capabilities of new volunteers. In some cases, it is possible to learn something about them through recommendations written by leaders of other programs in which a volunteer has participated. Usually, however, the jail administrator has little to go on when choosing volunteers for jail programs.

As a rule, few jail administrators have had experience in the selection and assignment of volunteers. When this is the case, the jail administrator would be wise to ask a person with experience in this area to assist in volunteer selection. Such people are often found in supervisory capacities in welfare or private social agencies and are well-qualified to assist in making initial volunteer selections and assignments for jail programs.

But the selection and evaluation of volunteers should be a continuing process. Persons who are not suited to volunteer work or who are psychologically unfit to work with prisoners in a volunteer capacity will become visible to an alert jail staff as the program develops. Staff members may notice, for instance, that certain volunteers are not willing to work as hard or as regularly as the program requires. Other volunteers may seem motivated purely by curiosity about jail life and are not able to or willing to interact with prisoners on an individual basis. In such cases, personnel may suggest that volunteers such as these be asked to drop out of the program. Often it is this type of informal, on-going screening process which is essential to the future success of a program.

Experience has revealed that volunteer services can be successfully used in jails only when jail personnel actively support them and are directly involved in supervising and training volunteers and in planning and coordinating their program activities. For this reason, the jail administrator must play an important part in preparing his staff for working with volunteers in a mutually productive and cooperative manner.

WHAT SUBJECTS SHOULD BE COVERED IN AN ORIENTATION PROGRAM FOR VOLUNTEERS?

All volunteers should be informed about all important aspects of the jail. The following should be included in a basic orientation program:

- Discussion of the objectives of the jail: confinement, security, safekeeping, and correction.
- Discussion of all jail programs and their objectives (especially the objectives of the program in which they will participate).
- Jail schedules and regulations: volunteers will be expected to comply with all rules which are designed for regular jail personnel.
- Program schedules and rules: volunteers must be thoroughly informed concerning:
  - Their specific program responsibilities.
  - Their attendance requirements.
  - How and by whom their activities will be supervised.

WILL VOLUNTEERS NEED SPECIAL TRAINING?

Naturally, professional volunteers who will be involved in specialized activities will not need any training other than the orientation session. However, nonprofessional volunteers should receive basic training by content specialists. For instance, if the jail is using nonprofessional volunteers for a counseling program, it will be necessary for these persons to receive some training from trained specialists who can assist them in developing basic counseling techniques. Such specialized persons, if not already part of the program, can be found in:

- the probation or local welfare program
- private social agencies
- colleges and universities in the area

HOW SHOULD VOLUNTEERS BE SUPERVISED?

A member of the jail staff should be appointed as coordinator of the volunteer program. He should be responsible for the following:

- arranging training schedules
- coordinating program activities
- answering volunteers' questions concerning policy and procedure
- checking attendance of volunteers and prisoners
- solving problems which relate specifically to volunteers

This staff member might not have the training which enables him to supervise the activities of professional volunteers such as teachers or psychologists. If this is the case, a volunteer professional should be placed in charge of these people and should be expected to work closely with the staff member in solving problems arising out of the program.

Finally, it is very important to spend time and effort in

EVALUATING THE PROGRAM

An administrator must ask himself "has the program been working?" If something has not worked he must ask himself "how can the program be improved?" Results of the program's effect on the participants can be observed more easily and satisfactorily if specific program objectives were followed. It is far too difficult, for purposes of evaluating a program's success or failure, to determine whether the alcoholic has been "helped" or if a prisoner "understands" or "knows" something the program taught him. However, it is not difficult to determine if the participants actually *exhibit the behavior* stated in the objectives. Evaluation of a program should be based on the ability of the participant to perform according to the requirements of the objectives. The degree of program success or failure can be measured according to the number of participants who fulfill the objectives as opposed to those unable to do so.

Evaluation of the jail AA program described earlier can be made by reviewing each objective and analyzing the behavior of participants in light of the objectives.

The objectives of the program are:

Phase 1. After participating in the program for a stated period, the alcoholic prisoner must admit that he is an alcoholic.

Phase 2. The alcoholic prisoner must attend each AA meeting held in the jail during his sentence.

Phase 3. The alcoholic prisoner must join a community AA group and attend meetings *once a week* upon release from jail.

LONG TERM OBJECTIVE. After regular involvement with the AA program, the alcoholic must totally abstain from drinking.

Evaluation of the program can best be based on the performance of the objectives such as:

Phase 1. After participating in the program for the stated period of time, did any of the known alcoholic prisoners actually admit that they are alcoholics? If so, how many?

Phase 2. Did any of the admitted alcoholics attend AA meetings in the jail regularly during their sentences? If so, how many?

Evaluation of Phase 3 could be based on the answers to what question? (write your answers here)

Turn page for answer

Answer:

Did any of the program participants join a community AA group and continue regular attendance at meetings with this group? If so, how many?

Both the jail AA program and the corresponding community AA programs which the prisoners joined will, after a stated period of time, be able to analyze the long term success of their continued program efforts by evaluating the response to what question? (write your answer here)

Turn page for answer

Answer:

Have any of the program participants, after regular involvement with the AA program, totally abstained from drinking? If so, how many?

Evaluation of jail correctional programs is an *on-going process*. The question must be continually asked, how can the program be improved? And, what can be changed or begun to effect such an improvement? There is no such thing as a perfect, trouble-free jail program; the jail administrator who realizes this and who constantly seeks improvement is well aware of this on-going responsibility and his programs will reflect the benefits of his concern.

KNOX COUNTY JAIL
WORK RELEASE PROGRAM
A Case Study

On the following pages is a detailed case study of a Work Release Program. While you are reading the study, think of ways in which the program could be improved. When you have finished reading the study, you will be asked to make a list of your suggestions for improvement.

The Knox County Jail is located in a city with a population of 150,000 and a metropolitan area consisting of 200,000 people. Located in this area are five large industries (meat packing, three tool and die, one paper mill) as well as the state capitol and a University which has an enrollment of 10,000 students. The jail is run by the Sheriff's Department and handles approximately 1,500 prisoners per year. A Work Release program has been in existence at this jail for 10 years and last year had an enrollment of 430 participants.

Objectives of the Work Release Program are:

- A prisoner who is employed when admitted to the jail will continue to work at this job on the condition that he returns to the jail after working hours and complies with all the rules of the Work Release program.
- A prisoner who is unemployed when admitted to the jail will obtain employment at a job in the community and work at this job on a regular basis during his sentence providing that he returns to the jail each day after working hours and complies with all rules of the Work Release program.
- While employed in the Work Release program, prisoner participants will repay a stated percentage of their court costs and fines and will reimburse the county for their room and board costs at the rate of $3.00 per day.
- While employed in the Work Release program, prisoner participants will contribute 40 per cent of their earnings toward the support of their dependents.
- During his participation in the Work Release program, each prisoner will comply with all the rules and regulations of the program to the satisfaction of supervisory personnel or he will be suspended or expelled from the program.

LONG RANGE GOAL

- Upon release into the community, the Work Release participant will continue regular employment and will refrain from committing another punishable offense.

Up until two years ago, when a new sheriff was elected, the Work Release program was operated on a half-time basis by Sergeant Alexander Stearns. However, since the election of the new sheriff, Sergeant Stearns has been assigned to run the Work Release program on a full-time basis. His job description includes the following responsibilities:

- Maintain financial records of all Work Release expenditures, income, prisoner accounts, etc.
- Establish contact with employers in the community to inform them of Work Release objectives and enlist their help in hiring and training Work Release participants.
- Establish up-to-date lists of job opportunities available in the community to Work Release participants.
- Screen prisoners with Work Release privileges to ascertain job qualifications and assist in setting up interviews with prospective employers.
- Supervise Work Release participants closely to determine whether they are complying with regulations.
- Consult with employers to determine whether participant is working satisfactorily and answer any questions concerning participant's status, problems, need for special considerations, etc.
- Conduct unannounced inspections of places of employment to determine if conditions are satisfactory, etc.
- Purchase special work clothing and equipment essential to Work Release prisoners.

According to Stearns' estimate, financial record-keeping occupies 80 per cent of his working day. This percentage has dropped slightly in the past six months because he has been able to enlist the services of a secretary on the staff of the Sheriff's office who has some bookkeeping ability. She assists him with the financial records two afternoons a week for a total of six hours each week. Management of the inmates' earnings involves five steps on Stearns' part:

1. Determination of the purpose for which money is to be allocated.
2. Collection of wages from employers.
3. Disbursement of money according to individual allotment decisions.
4. Recording of each inmate account.
5. Auditing of all Work Release financial records.

Earnings of each inmate are deposited in a trust checking account, and a ledger shows the status of the account for each prisoner. During an inmate's participation in the Work Release Program, Stearns must make sure that each ledger entry is consistent with that prisoner's fund. Priorities have been established by the court and Stearns often finds himself in the position of withholding support payments for dependents of participants and postponing payment of creditors until court costs and room and board costs can be paid. Frequently this results in Stearns' telephone involvement with wives and creditors who angrily demand that he immediately send them their allotments. In such cases, Stearns spends a great deal of time explaining to them that he must withhold payment until the prisoner's account has a sufficient amount in it to pay room and board and court expenses first and then take care of their allotments. And in some cases, he must explain to creditors that their bills will not be paid because prisoners have not legally acknowledged them in writing.

Stearns estimates that approximately 65 per cent of the prisoners who are granted Work Release privileges as part of their sentence are able to continue working on the jobs which they had when they were arrested. The remaining 35 per cent of the Work Release prisoners are in the position of having to seek employment while they are serving sentence. And these prisoners must work at non-paying jail kitchen and clean-up jobs while unemployed and make their own arrangements for job interviews during this time.

Prisoners are largely responsible for finding their own jobs outside the jail and frequently depend on friends and family members to supply them with want ads and job information. Since the jail has no transportation available for prisoners, they must arrange their own. As a result, prisoners tend to seek out jobs which are near the jail or close to bus routes; some are fortunate in being able to find other employees willing to include them in a car-pool arrangement. An exception to this practice occurs when seasonal labor is available in outlying districts for a sizeable number of Work Release prisoners and the employer finds it to his advantage to offer free transportation—either by bus or car—to the site where labor is needed. Sgt. Stearns spends several hours a week contacting local employers and small business owners to familiarize them with the Work Release program and ascertain their willingness to hire prisoners for available jobs. He also periodically contacts personnel directors in each of the five large industries to obtain information about available jobs. Recently, Stearns has noticed that these personnel directors have been increasingly reluctant to risk hiring prisoners because of one unfortunate incident which occurred in the paper mill when a Work Release prisoner was involved in a theft of another worker's wallet.

The list of jobs found by current Work Release participants is varied. The following are typical examples of representative jobs:

- junk yard laborers
- cab drivers
- kitchen workers and dishwashers in local restaurants
- car wash laborers
- packers and movers for local moving companies

Until recently, the list of employers included a number of local gas stations. However, Stearns has found it necessary to curtail employment at the majority of these gas stations because of the growing practice of these stations to deduct sums from Work Release employees' checks to cover the amount of "accumulated shortages" found in the cash register each week. After noticing that prisoners employed in these stations were continually being paid less than they had rightfully earned, Stearns investigated and found that none of the regular employees were being charged for "accumulated shortages" and that only the "most likely suspects"—the Work Release employees—were being penalized.

Stearns can point to a number of other bad employer practices: long-delayed payment of wages, unjustified amounts being withheld, and unexplained and sudden firing of Work Release employees. Sgt. Stearns must spend time calling up these people and requesting that they send overdue salary checks. While he is aware of some of their unfair practices and suspects that Work Release prisoners are often being unfairly treated, he does not have the time to follow up on investigations of all these infractions and often must overlook them just to keep the Work Release prisoner employed and not idly waiting for work in the jail.

Periodically, members of the community contact Stearns and ask if they can hire prisoners to perform odd jobs at their homes or businesses. Typical jobs of this type are: washing and installing screens or storm windows, painting garages, attic or cellar cleaning, and floor waxing. Stearns asserts that, although the temporarily unemployed Work Release prisoners welcome a chance to get out and earn money, most of the people who call expect prisoners to work for inadequate wages. Sgt. Stearns insists on minimum of $2.00 per hour in wages and denies prisoner services to anyone unwilling to pay this sum. In explaining his reasons for this policy, Stearns can point to the program objectives and explain that the program would not be financially feasible if prisoners could not make enough money to pay their stated allotments. All of this is true, but Stearns also feels strongly that expecting prisoners to work for "slave wages" is just one more symptom of the community's blindness to the underlying purposes of jail correctional programs which encourage self-reliance, self-control, and self-respect on the part of participating prisoners.

An important regulation regarding the Work Release privilege in this jail is: Work Release participants may not go to taverns and may not drink beer or other intoxicating beverages at any time while participating in the program. Sgt. Stearns has found that enforcement of this rule is extremely difficult for a number of reasons. These are:

- Many Work Release participants are persons with severe drinking problems which they have not learned to control and they hold jobs at which liquor is readily available.
- The majority of employers do not report when Work Release employees fail to show up for work and Stearns is unaware of prisoners' activities until the end of the pay period when checks appear which cover only a small percentage of the wages which an employee would have received had he been on the job instead of at a local tavern. In some cases, employers are reluctant to report abuses by prisoners out of misguided sympathy or reluctance to seem prejudiced against prisoners.
- Even when Stearns is aware of infringements of the drinking rule, he is reluctant to temporarily suspend the prisoner from work for fear the employer will fire him. Also, court pressure is on the Work Release program to "show a balanced ledger" so Stearns is hesitant to jeopardize the job status of the participants by penalizing them.
- A number of Work Release participants assigned by the court to the program are not motivated to successfully participate in the program because they have no families to support and no interest in holding a steady job.

There is no doubt that many aspects of this Work Release program are worth mentioning in this study in order to demonstrate the many outstanding merits of the program. However, for the purposes of this course, the study has concentrated on those aspects of the program which *could be improved upon or implemented in a more resourceful manner*. Re-read the study if you wish, jotting down, as you go, some improvements which you would suggest. See if you can formulate, on the empty pages provided, some plans for improvement of the Work Release program. Give serious thought to the case study and make as many suggestions for improvement as you can. When you have done this, turn to the analysis on page 66 and compare your suggestions with those of the book. If you have thought carefully about the case study and are serious about learning to analyze jail needs and implement programs, you will, no doubt, have as many ideas as appear in the case study analysis. In fact, you may have more.

Use this space for formulating your suggestions concerning improvements which could be made in the King County Work Release Program.

SUGGESTED IMPROVEMENT OF THE KNOX COUNTY WORK RELEASE PROGRAM

(These are only some suggestions; there are no black and white solutions to the problems discussed. Undoubtedly, you will have some good, constructive suggestions to make which have *not* been mentioned in this discussion)

To begin with, although Stearns may be well-qualified for the job of supervising the Work Release program, there is far too much expected of him. This becomes obvious when one studies his job description. He has pointed out that maintaining financial records takes up to 80 per cent of his time. In view of the broad scope of his responsibilities, this job is only a small part of his overall job description. A suggested method of reducing this burdensome responsibility is to lodge the responsibility for financial records and accounting elsewhere. Specialized accounting personnel are usually available in county departments and assignment of all the Work Release records to them would streamline this bookkeeping operation and free the Sergeant for other important tasks. Chances are that a person with budgetary and accounting skill is available right in the Sheriff's department and can be assigned to these time-consuming tasks. Also, since phone calls from wives and creditors of Work Release prisoners are frequent and time-consuming, it might be in order for the Sergeant to have a short pamphlet printed which explains the Work Release financial system to dependents and outlines the laws concerning payment of creditors. If such a pamphlet were available, Stearns could arrange to have it sent to all dependents of new Work Release participants and could also have it sent to all bill collectors and creditors who call him and insist on payments.

Stearns' job description states that he is responsible for contacting potential employers, listing current job opportunities, ascertaining job qualifications of Work Release participants and assisting them in setting up job interviews with prospective employers. But in reality, prisoners are now dependent on haphazard methods of finding jobs. And the list of jobs actually held reveals that the majority of jobs held are marginal and involve no skill and no real permanence. Because of other responsibilities Stearns cannot function in a consistent and effective manner as job advisor and employment bureau. This community is uniquely qualified to render volunteer and professional services to the jail. Presence of a university, state capitol and related state offices, and five large industries indicates that there is much outside help that can be offered in such capacities as job counseling, placement, etc. The fact that such services have not been sought by the jail is only one indication of the self-imposed isolation that is practiced by the jail and its staff. A concentrated effort to overcome this isolation stands as the solution to many of the problems of the Work Release program. For instance, someone—either the jail administrator or Sgt. Stearns—should use public-speaking engagements and news media to advertise to the concerned and influential members of the community that the Work Release program needs cooperation and assistance in finding meaningful employment for participants. Such groups as the Chamber of Commerce, the Jaycees, and local business groups should all be educated concerning the employment needs of the Work Release program. Since Sgt. Stearns has found limited results from appeals to personnel directors of the five large industries in town, he should appeal to those at the top—the decision makers—who decide policy for the company and are in a unique position to get things done and policies changed to accommodate new ideas and programs. Chances are that contacts with these persons can result not only in more job offerings, but special on-the-job training programs as well.

Another part of Stearns' job assignment involves contact with employers to evaluate each Work Release participant's performance. Stearns is also expected to function as a kind of inspector, making on-the-job calls to employment sites to determine the working conditions and discuss any employer-employee problems. Naturally these are valuable functions and are often essential if prisoners are to be fairly treated by employers. Time should be allotted in which Stearns can make unofficial calls to employers—wearing a business suit, not his official uniform—and discuss the Work Release program and participants on an informal basis. Certainly, if time cannot be arranged for Stearns to do this, arrangements should be made for someone else who is very familiar with the program and with individual prisoners to do so. Another specially trained jail officer or perhaps a specially trained volunteer from a service agency or from the community could function in this capacity. A person trained as a probation officer would be especially capable of effectively performing this valuable function.

Stearns' annoyance at citizens of the community seeking "slave labor" from Work Release prisoners should alert either Stearns or the jail administrator to the necessity for *educating* the community about the purposes and goals of the Work Release program. Again, pamphlets, releases to news media and public speaking engagements are all ways in which the jail's story can be told. Isolation from the community encourages misunderstandings and contributes to program failure.

Stearns' inability or reluctance to enforce the drinking regulation is symptomatic of several larger program flaws. For instance:

- There is apparently no guidance or counseling service available to insure that prisoners with drinking problems are not employed at jobs which present a strong temptation to reinforce their drinking habit. Development of guidance and counseling services is essential not only for Work Release prisoners with drinking problems, but for *all* participants. Obviously, the mere fact of employment is not enough to insure that prisoners will no longer commit punishable offenses; many of these people need psychological counseling as a means of dealing with some of their personal problems.
- Work Release staff is so short-handed and employers so ill-informed concerning the purposes of the Work Release program that there is no combined effort to supervise and direct prisoners with jobs as a means of encouraging steady and responsible work habits. It is essential that Stearns and his staff seek a solution to this problem. Certainly there should be some qualified person in the jail who is responsible for working with employers and informing them of the supervisory needs of the Work Release participants who they have employed. By closely working with employers and maintaining regular communication with them, much can be done to evaluate each individual participant's work performance and to correct undesirable behavior before it is too late.

- The court's objective for Work Release and the jail's objective are somewhat in conflict. Stearns firmly believes that only careful selection of participants with community ties will make the Work Release effort worthwhile. However, he is forced to accept the court's ruling that as many prisoners as possible be assigned to Work Release. And we have seen that, among others, this type of ruling is injurious to his ability to enforce Work Release rules for fear of forcing participants out of work and depriving the county of its allotted revenues. Some education of the court may be in order. If the jail administrator or Stearns were to make a concentrated effort to inform the court of the jail's problems concerning implementation of Work Release programs, and if this person were to make suggestions for substantial improvements of the system, there is little doubt that greater court-jail cooperation will follow. As mentioned earlier in the chapter, an excellent idea would be appointment of a Work Release screening committee to evaluate prisoners before they are sentenced and recommend whether or not assignment to the Work Release program would be mutually advisable. If such a screening committee were appointed and used, it is highly likely that the morale and energy of jail Work Release staff would be revitalized and more encouraging results would emerge from the Work Release program.

Information used in illustration of pages 5, 6, and 7, taken from:

Model Community Correctional Program. Report III. Crime and Its Correction in San Joaquin County (Sacramento, California: Inst. for the Study of Crime and Delinquency, N.D.) p. 43, 47, 49.

Study quoted on page 47 from:

The Use of Volunteer Probation Counselors for Misdemeanants—A Special Demonstration Project sponsored by Law Enforcement Assistance Administration, U.S. Dept. of Justice, Grant No. 037, 1968.

National survey quoted on page 49 from:

Volunteers Look At Corrections. Report on a survey by Louis Harris and Associates for the Joint Commission on Correctional Manpower and Training, Washington, D.C. 1969.